UNITED
NATIONS

A

General Assembly

Distr.
GENERAL

A/AC.96/825/Part I/13
12 August 1994

Original: ENGLISH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

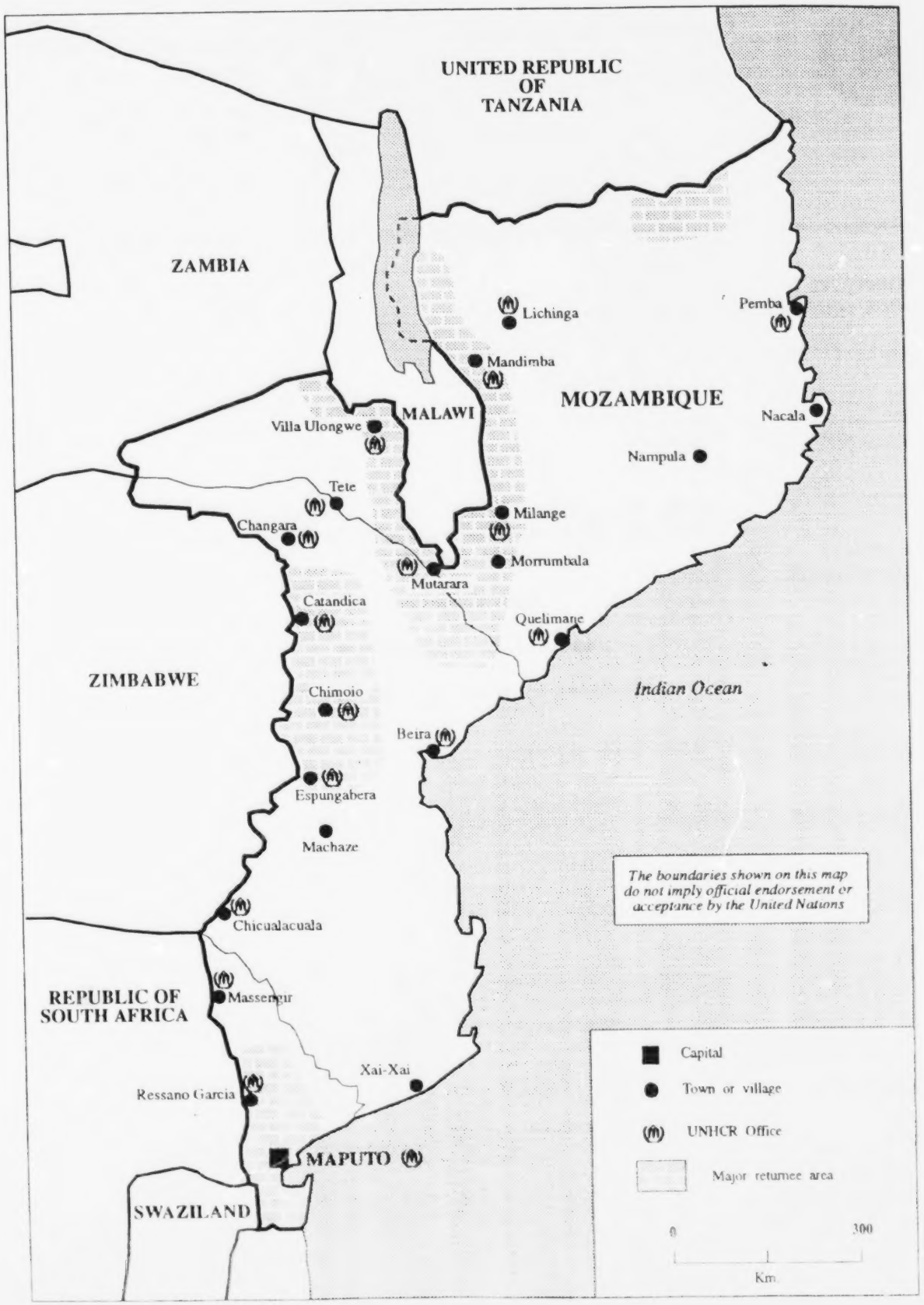
PART I. AFRICA

Section 13 - Mozambique

(submitted by the High Commissioner)

GE.94-03151

MOZAMBIQUE


UNITED REPUBLIC OF TANZANIA
ZAMBIA
MALAWI
MOZAMBIQUE
ZIMBABWE
REPUBLIC OF SOUTH AFRICA
SWAZILAND
Indian Ocean
Lichinga
Pemba
Mandimba
Nacala
Villa Ulongwe
Nampula
Tete
Milange
Changara
Morrumbala
Mutarara
Catandica
Quelimane
Chimoio
Beira
Espungabera
Machaze
Chicualacuala
Massemgir
Xai-Xai
Ressano Garcia
MAPUTO
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
Capital
Town or village
UNHCR Office
Major returnee area
0
300
Km

I.13 MOZAMBIQUE

Country Overview

Characteristics of the refugee and returnee population

1. At 31 December 1993, the Republic of Mozambique hosted some 200 UNHCR-assisted refugees, mainly of urban background and comprising eight Angolans, 142 Somalis, 27 Zairians and 23 of various other African nationalities. This group was erroneously omitted from the statistics provided by the Office in last year's document. The country also hosted an unassisted refugee population of 148 Chileans and 54 Indonesians. In addition, some 250 asylum-seekers, most of whom are Angolans, approached the UNHCR Offices in Mozambique in the first four months of 1994.

2. In 1993, some 650,000 returnees were registered by the Mozambican authorities as having repatriated from various countries of asylum, in addition to the 141,000 reported in 1992. The majority of these returnees, some 625,000, returned spontaneously, mostly from Malawi. The remaining 24,700 returned in organized movements, mainly from Zimbabwe and Swaziland.

Major developments (1993 and first quarter 1994)

3. The trend of increasing numbers of asylum-seekers arriving in Mozambique from various African countries continued. UNHCR is engaged in continuous discussions with the Government of Mozambique on the issue, and is assisting the Government in the establishment of status determination procedures and the creation of an eligibility commission. In order to meet the needs of the urban caseload, the Office is currently undertaking a review with the aim of having a standardized approach for protection and assistance of individual asylum-seekers, whose numbers are growing steadily in all southern African countries.

4. Large-scale voluntary repatriation has continued from Malawi, Zimbabwe, Swaziland and Zambia. UNHCR is setting up a system of assisted transport for refugees, particularly from Malawi, and it is intended to provide transport assistance to those who, for a variety of reasons, are unable to return on their own. Efforts will be made to assist as many refugees as possible with transport assistance by October, before the beginning of the rainy season and in time for the elections in Mozambique.

5. Repatriation movements started from South Africa in late 1993, after a basic agreement was concluded between UNHCR and the Government of South Africa in October. The signing of the agreement was followed by a survey to determine the number and requirements of the population who may be of concern to the High Commissioner. The preliminary results of the survey have concluded that up to 250,000 Mozambicans may require repatriation assistance. Logistical and reception arrangements have been made for the return of some 100,000 in 1994.

6. Reintegration programmes were expanded in the key returnee areas, where significant returnee populations are concentrated. At the same time, new activities have been initiated in Maputo, Gaza and Niassa provinces, where returnees have recently started to arrive.

Programme objectives and priorities

Refugees and asylum-seekers

7. In 1994 and 1995, the Office will continue to pursue the establishment of speedy and efficient status determination procedures for urban asylum-seekers. A suitable implementing partner will be identified to provide basic assistance to this group. The capacity of the government counterpart, Nucleo de Appoio aos Refugiados (NAR), in handling referral and legal procedures will be expanded by providing training and other necessary support.

8. Once the status determination procedures are in place, it will be possible to develop, in close cooperation with the Government of Mozambique, a policy leading towards a durable solution for urban refugees in the country.

Returnees

9. The activities which will facilitate the reintegration of the returnee population will continue both in areas of major returnee concentration and the districts to which large numbers are expected to return in the near future. At the same time, operational reviews will be carried out frequently, in order to ensure that the strategies of the relief intervention programme are linked with the long-term plan for national reconstruction and development. On the basis of Memoranda of Understanding which have been concluded with UNDP and UNICEF, joint programmes will be developed, ensuring a continuum from relief to the development phase.

Arrangements for implementation/related inputs

10. The Office has continued to work closely with the Government of Mozambique in order to coordinate rehabilitation programmes in the returnee districts. A closer relationship is being established with various non-governmental organizations (NGOs) and government bodies that are involved in the implementation of infrastructural rehabilitation programmes. The Provincial Planning Commissions, in which NAR (UNHCR's government counterpart) is represented, continue to play a coordination role.

11. NGOs have continued to play a vital role in the implementation of the repatriation and reintegration programme. More emphasis continues to be placed on the strengthening of local NGOs, which are already engaged in needs assessment, food logistics and rehabilitation activities.

12. Agreements have been established with the International Organization for of Migration (IOM) on the movement of returnees from reception facilities in Mozambique to areas of origin, should the distance involved be too far for refugees to arrange their own travel.

13. Food delivery logistics have continued to pose problems owing to distance and difficult access to various returnee areas. Different implementation arrangements were needed for different locations, necessitating a fairly broad interpretation of the guidelines contained in the Memorandum of Understanding between UNHCR and WFP. Although the Memorandum assigns responsibility for expenses related to internal transport, storage and handling (ITSH) costs for the secondary transport beyond the Extended Delivery Points to UNHCR, most of the food commodities channelled through WFP or directly through NGOs have been donated with ITSH costs up to the Final Distribution Points. In spite of this, considerable financial and human resources had to be provided by UNHCR, in addition to the costs covered by WFP and the NGOs.

14. Memoranda of Understanding have been signed with UNDP and UNICEF as part of an effort to link the UNHCR reintegration strategy to intermediate and longer-term development programmes.

General Programmes

(a) Variations in planned activities in 1993

15. Asylum-seekers, particularly from Angola and Somalia, continued to approach the UNHCR offices in Mozambique for assistance. Many of the asylum-seekers had already been in Mozambique for some time when they applied for asylum, and the absence of established eligibility procedures has delayed the processing of their cases and provision of assistance. This has led to increased frustration and sometimes violent reactions from the asylum-seekers.

16. During the second half of 1993, it was decided to move all asylum-seekers from the provinces to Maputo, where they had easier access to legal counselling, and material assistance. As a result, the budget for care and maintenance had to be increased in late 1993.

17. Pending receipt of contributions towards the appeal for large-scale repatriation and reintegration assistance for the Mozambican returnees, and in order to avoid delays in implementation, an allocation of $ 5 million was made from the 1993 General Allocation for Voluntary Repatriation towards the returnee programme.

18. Some $ 9,200 were spent against the Overall Allocation for the repatriation of South African refugees/exiles from Mozambique.

19. Refugees who were accepted for resettlement in a third country have been assisted under of a Headquarters-administratered Overall Allocation project.

(b) 1994 planned implementation

20. The Branch Office is at present studying the option of moving all urban asylum-seekers in Maputo to one or two central locations, and will be making a proposal in this respect.

21. After the establishment of an eligibility determination body, discussions will be initiated with the Government of Mozambique on possible local settlement programmes for urban refugees in Mozambique. The current assistance programme concentrates on care and maintenance, and therefore needs to be redirected towards long-term solutions. The care and maintenance project provides assistance in food, local transport, medical referrals, improvement of reception facilities, counselling and legal services for individuals while awaiting a decision on their asylum applications.

22. In order to ensure continuity in the large-scale repatriation operation, and given the shortage of funds at the beginning of the year, when it was crucial to conclude the implementing instruments, an allocation of $ 5 million has been made from the 1994 General Allocation for Voluntary Repatriation.

(c) **1995 programme proposals**

23. Emphasis will continue to be placed on the integration of urban refugees in Mozambique in 1995. However, policy in this regard cannot as yet be finalized as discussions with the Government of Mozambique on this issue are still at an early stage. Pending the decision of the eligibility determination body, the asylum-seekers will continue to benefit from care and maintenance assistance similar to that provided in 1994. At the same time, the Office will continue to work with the Government of Mozambique in the formulation of a programme which will lead to a more lasting solution for this group.

Special Programmes

Mozambique Repatriation

(a) **Variations in planned activities in 1993**

24. While on the one hand fewer Mozambican refugees than initially planned repatriated in an organized manner; on the other hand, a larger spontaneous repatriation than anticipated has taken place, particularly from Zimbabwe, where some 30,000 refugees were reported to have returned spontaneously to districts in Manica province.

25. Since the establishment of the assistance programme for the reintegration of the returning population, major constraints have been encountered in the identification of suitable implementing partners with the necessary capacity for implementation of the programme in some key districts with large concentrations of returnees. The situation improved somewhat after a significant contribution had been made to bulding up the institutional capacity of both the governmental and non-governmental organizations. Some difficulties, however, remained in the implementation arrangements in a number of districts - notably in Mutarara, Tete province, and Morrumbala, Zambezia province. Not all desired results could therefore be achieved in the activities designed to improve the absorption capacity in those areas. The delays in the identification of suitable partners and the conclusion of implementation arrangements have resulted in a lower implementation rate of planned activities.

(b) **1994 planned implementation**

26. Increased numbers of returnees who are arriving both spontaneously and in an organized manner from Zimbabwe and South Africa will benefit from reintegration programmes in Mozambique. Efforts are also being intensified in areas hosting returnees arriving from the United Republic of Tanzania and Zambia.

27. As part of the efforts to complement and accelerate ongoing spontaneous repatriation, buses and trucks are being made available to transport refugees from Malawi either directly to their areas of return or through reception facilities pending transfer to their villages. Only the vulnerable groups and those refugees who have to travel more than 50 kilometers to reach their homes will benefit from fully organized transport assistance up to their final destination.

28. Rehabilitation of basic services will continue in all districts which are receiving large numbers of returnees. Special emphasis will be placed on the provinces of Niassa, Cabo Delgado, Gaza and Maputo, as well as Mutarara and Morrumbala, which suffered delays in the implementation of the programme in 1993.

29. The programme will cover a wide range of activities including improvement of access roads, logistical support for internal transport of returnees, and provision of food and non-food items. Health and education facilities will be rehabilitated, where necessary. Rehabilitation and drilling of new water points are planned. These activities will be implemented mostly in the form of small-scale, community based activities or quick impact projects (QIPs). Reception and transit centres will be established for the returnees who would require internal transport assistance to their villages. Seeds and tools will be provided to ensure that the returnees attain self-sufficiency in food production. The operational capacity of the Government and NGOs will be strengthened in order to expand their ability to formulate, implement and monitor activities of the reintegration programme.

30. In 1994, UNHCR will support a number of local NGOs in order to strengthen their implementation capacity. It should be noted that a number of local agencies already play an important role in activities such as needs assessment, food logistics and rehabilitation.

(c) **1995 programme proposals**

31. Although 1994 has been designated as the year in which the main thrust of the repatriation movement and reintegration will take place, smaller numbers of refugees will still return in 1995, particularly from South Africa, since movements from that country only started recently.

32. It should also be pointed out that, as the potential for spontaneous movement is gradually being exhausted, the remaining caseloads in asylum countries comprise a significant proportion of vulnerable groups and other refugees who are unable to return without transport assistance. Therefore, it is envisaged that some limited organized movement may still take place in 1995,

involving activities in logistics and reception.

33. In view of the increased emphasis on organized movement in 1994, activities to revive the basic infrastructure and services (e.g. education, health, water) in the major returnee areas will be stepped-up in 1995 as part of an overall reintegration strategy. Joint planning and implementation efforts will continue to enhance the link between the relief programmes and the longer-term development activities undertaken by both multilateral organizations and bilateral agencies in the context of national reconstruction efforts. As a result of mass distribution of seeds and agricultural tools, it is expected that those who returned in 1992-1994 will have attained self-reliance in food production by the end of the harvest season in 1995.

34. Assistance will continue to be provided to enhance the capacity of the Government and the local NGOs in programme design, control and implementation of various sectors. The Office will also continue to play the role of a catalyst in the promotion of long-term development programmes in order to ensure that the returnees can remain in their country in safety and dignity.

Programme Delivery and Administrative Support Costs

(a) **Variations in planned activities in 1993**

35. Given the difficulties in the identification of suitable partners, it became essential that UNHCR assume responsibility for the direct implementation of multi-sectoral activities in many returnee areas. At the same time, the Office had to continue to assume the overall monitoring and coordination role for the implementation of a large-scale returnee programme. Therefore, the structure of the UNHCR field presence had to be revised to meet the expanded activities.

36. Delays were experienced in filling some posts, mainly because of the difficulty in identifying candidates with the appropriate background, language requirements, professional skills and experience in repatriation operations. This resulted in lower expenditure than foreseen in the budget; however, as some of these positions had to be filled with staff on short-term contracts and arrangements for temporary assistance, turn-over and redeployment expenses under common staff costs were increased. Higher expenditure was also incurred on local and regional travel as a result of extensive missions to areas where difficulties had been experienced in the deployment of regular staff.

37. Savings were made under rental of premises in Maputo and Tete, largely owing to the delay in the identification and conclusion of lease agreements for suitable office premises. The purchase of two vehicles foreseen for the Sub-Offices in Tete and Chimoio was deferred pending the deployment of staff to field locations.

(b) **1994 planned implementation**

38. In view of the limited availability of qualified persons (sought not only by UNHCR but also by the Government, and bilateral and multilateral organizations), it has been difficult to find suitable candidates for senior

National Officer level posts. The Office therefore had to rely increasingly on the services of expatriate staff for the delivery of assistance to the returnee population and other administrative support and programme delivery activities.

39. In order to enhance UNHCR's ability to undertake and monitor activities in all major returnee districts, the total number of field locations in Mozambique was increased to 13. These locations are administered from the Branch Office in Maputo and three Sub-Offices in Tete, Chimoio and Quelimane. Twenty international and 84 local posts were created as of January 1994. In addition, one international and eight local posts were approved for creation as of June and July 1994. Furthermore, all the existing posts have been extended in 1994, except for four international posts which were discontinued as of January and April 1994, and another international post which is being discontinued as of July 1994.

40. It may be possible in the second half of the year to redeploy international staff from areas where the majority of the population has returned from (some districts in Tete province), to areas where repatriation is still ongoing. It is expected that the offices from where the staff will be redeployed will continue to function with local staff or United Nations Volunteers (UNVs).

41. Given the significant increase in staffing over the 1993 level, the budget for salaries and other common staff costs is considerably higher in 1994. Although most of the staff has now been deployed under this operation, it will nonetheless remain necessary from time to time to supplement the regular staffing complement with short-term staff and consultants for specific activities or tasks for limited periods of time.

42. Regional and local travel will be frequently required to various field locations within the country, as well as to the countries of asylum, in order to ensure coordination and proper implementation of returnee movements.

43. Office premises will continue to be rented for the Branch and Sub-Offices. Other operating expenses envisaged in the administrative budget include utilities, office supplies, fuel, maintenance and running/maintenance costs of transport and other equipment. The procurement of non-expendable property, such as vehicles, communication equipment, office furniture and data processing equipment has been planned for the Branch Office, Sub-Offices and various field locations in order to meet the needs of the expanded staffing level.

(c) **1995 programme proposals**

44. The mass repatriation movement is expected to have been substantially completed by the end of 1994, allowing the programme to concentrate on the integration of refugees and the promotion of activities which will lead to self-reliance and self-sustaining development in the returnee areas. In an effort to ensure appropriate administrative support to operational activities, reviews are carried out periodically in order to determine appropriate staffing levels and non-staff costs required for implementation of the planned programme. In this connection, there are no plans to establish new posts in 1995. Two international posts have been identified for discontinuation as of January 1995

and an additional five posts will be discontinued as of July 1995.

45. In line with the proposed staff reductions, salaries, common staff costs, and local and regional travel costs are expected to be lower in 1995. Concurrently, utilities, rental of equipment, procurement of non-expendable property and other operating expenses are also lower than the revised 1994 administrative budget.

UNHCR EXPENDITURE IN MOZAMBIQUE

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
218.9	110.0	250.0	CARE AND MAINTENANCE	250.0
5,009.0 a/	–	5,000.0 c/	VOLUNTARY REPATRIATION	–
0.2 b/	–	–	LOCAL SETTLEMENT	–
0.2 b/	–	–	RESETTLEMENT	–
5,228.3	110.0	5,250.0	SUB-TOTAL OPERATIONS	250.0
5,228.3	110.0	5,250.0	TOTAL (1)	250.0
SPECIAL PROGRAMMES (2)				
23,127.1	47,628.2	41,099.1	MOZAMBIQUE REPATRIATION	32,827.4
–	–	10,052.6	PROGRAMME DELIVERY See Annexes I a and II a	8,594.9
–	–	1,130.2	ADMINISTRATIVE SUPPORT See Annexes I b and II b	977.5
458.9	–	–	OTHER TRUST FUNDS	–
72.9	–	248.0	ADMINISTRATIVE SUPPORT Junior Professional Officer	165.0
23,658.9	47,628.2	52,529.9	TOTAL (2)	42,564.8
28,887.2	47,738.2	57,779.9	GRAND TOTAL (1+2)	42,814.8

a/ of which US$ 8,976 incurred against Overall Allocation and US$ 5,000,000 incurred against the General Allocation for Voluntary Repatriation

b/ obligation incurred against overall allocation

c/ allocated from the General Allocation for Voluntary Repatriation

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NATIONS

A

General Assembly

GENERAL

A/AC.96/825/Part I/14
19 August 1994

ENGLISH
Original: FRENCH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

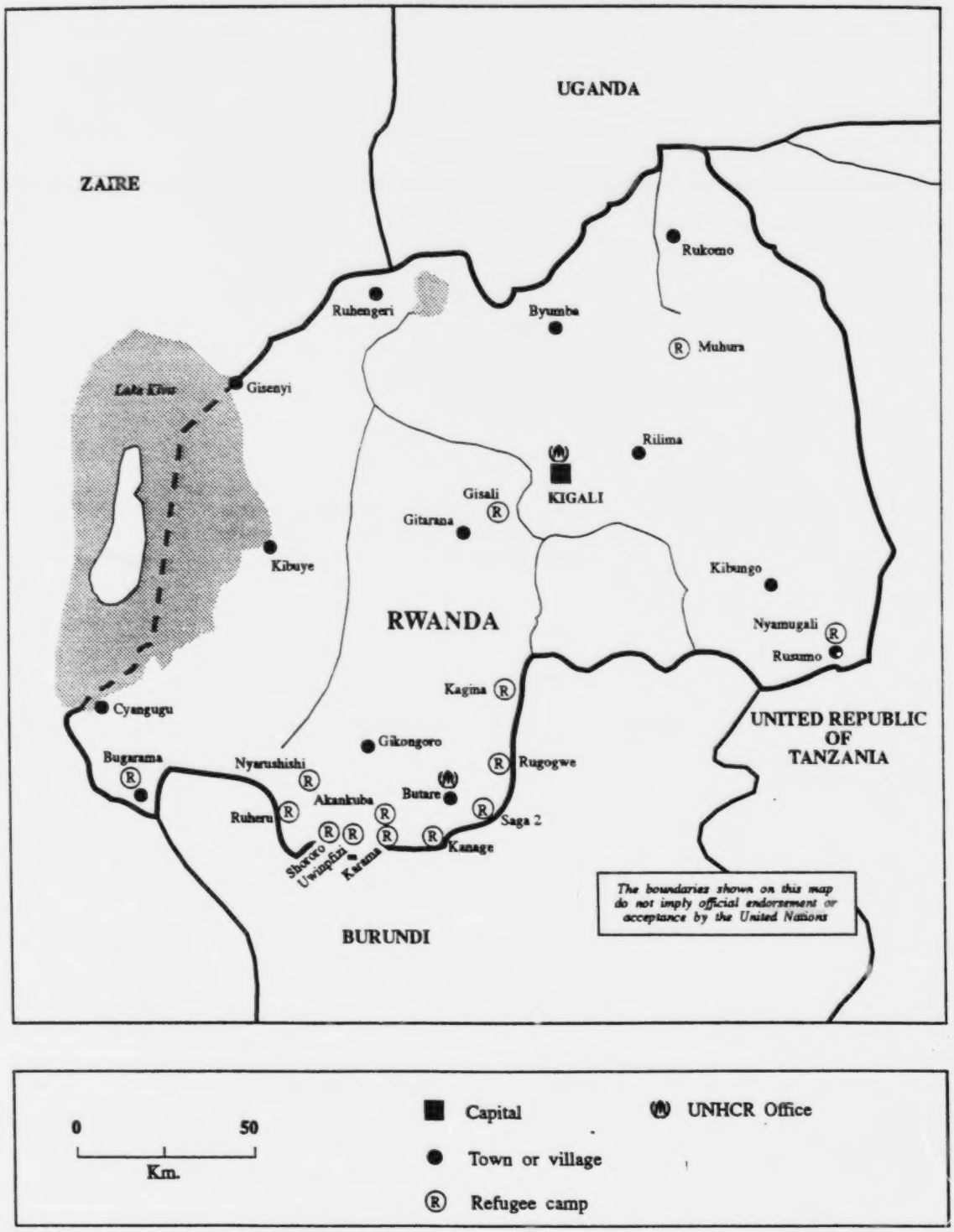
PART I. AFRICA

Section 14 - Rwanda

(submitted by the High Commissioner)

GE.94-03419 (E)

RWANDA


UGANDA
ZAIRE
Rukomo
Ruhengeri
Byumba
Muhura
Lake Kivu
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Rilima
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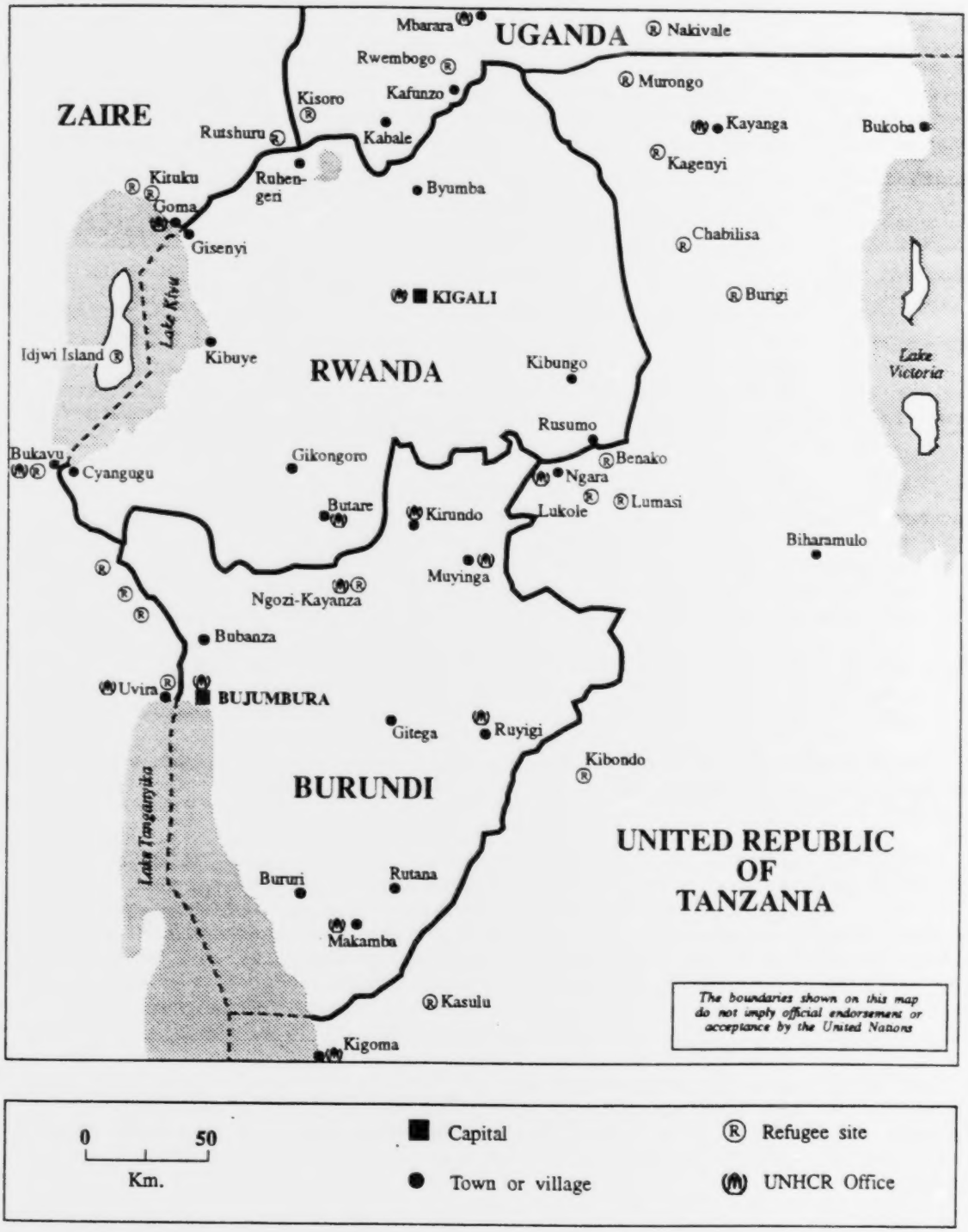
Gitarama
Kibuye
Kibungo
RWANDA
Nyamugali
Rusumo
Kagina
Cyangugu
UNITED REPUBLIC OF TANZANIA
Gikongoro
Bugarama
Nyarushishi
Rugogwe
Butare
Akankuba
Ruheru
Saga 2
Kanage
Shororo
Uwingiza
Kazuma
The boundaries shown on this map do not imply official endorsement or acceptance by the United Nations
BURUNDI
0
50
Km.
Capital
UNHCR Office
Town or village
Refugee camp

AREAS AFFECTED BY THE BURUNDI AND RWANDA CRISES



I.14 RWANDA

Country Overview

Characteristics of the refugee population

1. At 31 December 1993, Rwanda hosted a refugee population of 300,200 persons, including 300,183 Burundians and 17 refugees of various nationalities. The number of persons receiving material assistance from UNHCR was 275,040, including 275,030 Burundians. The composition of the refugee population was as follows:

Nationality	Figures at 01.01.93	Figures at 31.12.93	Location	Type of assistance
Burundi	3 784	275 030	Camp/Town	EM/CM/LS
	21 369	25 153		Not assisted
Other	3	10	Town	CM
nationalities	6	7		Not assisted

2. The December 1993 census of Burundian refugees who arrived as of late October 1993 indicated the following demographic breakdown:

Children aged under 5:	20 per cent
Children aged between 5 and 12:	25 per cent
Adult men:	26 per cent
Adult women:	29 per cent

3. The majority of Burundian refugees are farmers of Hutu origin who arrived in Rwanda following inter-ethnic violence in Burundi in 1972, 1988, 1991 and 1993.

4. The violence that followed the attempted coup d'état on 21 October 1993 and the assassination of President M. Ndadaye and six members of his Government led within a few days to the exile of thousands of Hutu refugees to neighbouring countries. In Rwanda, preliminary estimates indicated a new refugee case-load of over 375,000 persons, but the estimates were revised downwards by the census which was conducted at the end of December 1993 and which established the number of new refugees at 273,000. These Burundian refugees included several hundred Tutsi herders.

5. The Burundian refugees who arrived in Rwanda between 1972 and 1974 have settled in Rwanda with permanent refugee status. Between July and October 1993, several thousand of them returned spontaneously to their country following the democratic process and the election of the new President of Burundi.

6. Gisali camp was still accommodating 675 Burundians, the case-load left over from the 1988 and 1991 inflows.

Major developments (1993 and first quarter 1994)

7. The conflicts between the Rwandese Patriotic Front (RPF) and Rwandese Government forces, which started in northern Rwanda in October 1990, were followed by a lengthy process of negotiations. On 9 February 1991, the six concerned Governments in the region signed the Dar-es-Salaam Declaration to find a durable solution to the problem of Rwandese refugees; the Declaration assigned UNHCR and the Organization of African Unity (OAU) responsibility for submitting a plan of action to donors. The implementation of the plan depended on the establishment of a broadly representative transitional government. The peace negotiations in Arusha, Tanzania, between the RPF and the Government led to the signature on 4 August 1993 of the peace agreements and a protocol on the repatriation of Rwandese refugees.

8. Despite the full support of the international community, which sent in 2,500 soldiers as part of a multinational buffer force, the laborious implementation of the peace agreements was interrupted on 6 April 1994 by the death of the Presidents of Rwanda and Burundi as they were returning from a meeting in Tanzania. This incident immediately caused an outbreak of violence in which hundreds of thousands of persons died within a few weeks. A large number of Rwandese immediately emigrated to neighbouring countries, particularly Tanzania and Burundi.

9. In this atmosphere of civil war, the Burundian refugees decided that it was better to return en masse to their country of origin. The number of Burundian refugees who were still settled in the various camps in the Butare region in the southern part of the country in late May 1994 is estimated at some 60,000.

10. In anticipation of the results of the peace agreements, several thousand Rwandese refugees who had been settled in Uganda returned spontaneously to Rwanda to the regions under RPF control.

11. From the start of the hostilities, the entire staff of international organizations was urgently evacuated and installed in neighbouring countries.

Programme objectives and priorities

12. As soon as security conditions allow, UNHCR staff will return to Rwanda and resume its humanitarian assistance activities on behalf of Burundian refugees and Rwandese refugees who have repatriated spontaneously from Uganda and Burundi. Priority will then be given to preparations for the large-scale repatriation of Rwandese from Tanzania and Burundi.

Care and maintenance of Burundian refugees

13. With the support of non-governmental organizations (NGOs), UNHCR will resume its care and maintenance activities for the Burundian refugees who have stayed in the camps in the regions of Butare and Kigali. In addition to the

usual care and maintenance activities, the objective of the UNHCR Branch Office is to start up community service activities and to expand educational structures, particularly for primary schools, in order to promote the economic reintegration of these refugees when they return to their country. These activities will be continued in 1995 for as long as this group of refugees stays in Rwanda.

Voluntary repatriation of Burundian refugees

14. The Branch Office's objective will be to promote the voluntary repatriation of Burundian refugees, account being taken of the political situation in Burundi and the process of reintegrating returnees in their region of origin. That will be done in close cooperation with the national authorities and those of Burundi. Appropriate assistance will be granted to the beneficiaries of this operation.

Local settlement of Burundian refugees

15. The objective of the UNHCR Branch Office will be to redefine appropriate assistance for the local settlement of Burundian refugees who arrived in Rwanda between 1972 and 1974. This group of refugees may not opt for voluntary repatriation and many of them who used to be self-sufficient may have become displaced persons with new assistance needs.

Return of Rwandan refugees

16. UNHCR was to finalize the plan of action resulting from the Dar-es-Salaam Declaration and the Arusha agreements on the return and reintegration of Rwandese refugees who had fled their country. It provided for a three-year operation covering the voluntary repatriation of about 55,000 Rwandese refugees from Burundi, Kenya, Tanzania, Uganda and Zaire. However, the consequences of the civil war which began again on 6 April 1994 will require UNHCR and the United Nations Development Programme (UNDP) to reconsider the conclusions of the socio-economic studies carried out in 1993. The refugees who decide to return spontaneously will nevertheless be assisted accordingly under a project financed by special funds.

Arrangements for implementation/related inputs

17. In order to deal with the inflow of Burundian refugees, UNHCR fielded an emergency response team in late October 1993 which worked in cooperation with the Rwandese authorities, other United Nations agencies, NGOs and churches. The assistance operation was effectively coordinated at the central level in Kigali and at the local level in Butare.

18. The Ministry of Labour and Social Affairs will continue to take part in the implementation of the programme with personnel based in the camps and responsible for registration and security.

19. The World Food Programme (WFP) has been designated to supply food aid. The basic food ration for the Burundian refugees in southern Rwanda was to be composed of 350 grams of cereals, 120 grams of beans, 25 grams of oil

and 5 grams of salt. Before the events of 6 April 1994, WFP had agreed to add 50 grams of wheat-soya blend to this basic ration. In view of the refugees' unsatisfactory nutritional status, WFP should rapidly provide the refugees with all these foods, as well as with wheat-soya blend, maize and beans for supplementary food.

20. Because of logistical difficulties and insufficient human resources, nutritional problems started to develop in December 1993. UNHCR was able to cope by increasing its logistical support and the human resources of the operational partners in charge of food distribution, primarily the International Federation of Red Cross and Red Crescent Societies (IFRC). The European Union (EU) sent dry skimmed milk and high protein biscuits to provide supplementary or therapeutic food for the most vulnerable groups. Swiss Cooperation also supplied 50 tons of the same items to assist the refugees in the Butare region.

21. Médecins Sans Frontières (MSF) France, MSF Belgium and MSF Netherlands provided assistance in the health, nutrition, water and sanitation sectors. OXFAM and CARE made major sanitation improvements and set up a water supply system in the new camps. With the support of the human resources of the African Humanitarian Initiative (IHA/CPPS), International Action Against Hunger (AICF) and Caritas Rwanda, Médecins du Monde (MDM) and the Belgian Red Cross, implemented nutritional programmes and gave the hospitals broad support.

General Programmes

(a) Variations in planned activities in 1993

22. The results of the presidential and legislative elections held in Burundi in June 1993 prompted the Burundians to request repatriation; 4,000 of them were repatriated between July and October 1993, whereas it had been foreseen that only 3,200 of the refugees present in Rwanda would be repatriated.

23. This operation was brutally interrupted by the death of the President of the Republic of Burundi and the subsequent inflow of 273,000 persons. An allocation of $4,014,848 was incurred against the Emergency Fund in October 1993 to finance initial assistance for refugees settled in the five sub-prefectures in the south: Kigali, Kibundo, Butare, Gikongoro and Cyangugu. UNHCR assistance covered transport and logistics, domestic items, drinking water and sanitation, health and shelter, as well as the necessary staff. While WFP covered food needs, the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO) provided assistance for health and mother and child care.

24. About 30 heavy vehicles from the pool in Ethiopia were deployed to Rwanda, with their technical crew and repair workshop, to strengthen capacity to transport refugees from crowded camps to new sites and food items to distribution points.

(b) 1994 planned implementation

25. Now that the situation in Burundi has calmed down, but insecurity has become more widespread in Rwanda since 6 April 1994, a great many refugees settled in the south have returned to their country of origin. Those who decide to stay in Rwanda will benefit from an assistance programme.

26. However, UNHCR cannot undertake any humanitarian assistance until the hostilities have ended. The re-establishment of peace will make it possible to resume assistance for Burundian refugees who have chosen to stay in Rwanda despite all the events they have experienced. The main activities to be undertaken are the setting up of income-generating projects, assistance to persons at risk and the financing of scholarships. Burundian refugees who have arrived in Rwanda since October 1993 will be grouped in a few camps where they will continue to receive care and maintenance assistance under Special Programmes for 1994.

(c) 1995 programme proposals

Care and maintenance

27. The 1995 allocation for the care and maintenance of Burundian refugees who have arrived since October 1993 will have to be revised in the light of the political and economic situation in the country and on the basis of an assessment of the needs of the refugees who have stayed in the camps. It is hoped that the majority of the Burundian refugees will return to their country. The allocation concerns only 10,000 persons who will probably stay in Rwanda.

28. Some Burundian refugees from the inflows of the 1970s may not opt for spontaneous repatriation because they have begun to settle locally and to become self-sufficient. They might now have been displaced and be unable to return home. They might need assistance to become self-sufficient again. The UNHCR Branch Office will have to negotiate with the Rwandese authorities to obtain a special status which will enable these refugees to become fully integrated into the new Rwandese society.

29. Assistance will be provided to a small group of Burundian refugees, mainly urban refugees, in the form of counselling and financial assistance to begin carrying out income-generating activities. Limited assistance will also be granted in the form of subsistence and medical care allocations for the most needy refugees.

30. Special attention will be paid to women refugees, in particular women heads of household. A number of vocational training scholarships will be reserved for them. The UNHCR Branch Office will support the "Batiks" project, which was submitted by a group of widows and women heads of household.

Local settlement

31. Of the refugees who have decided to stay in Rwanda, 1,400 students may receive financial assistance to attend school.

Special Programmes

Education Account

32. The proposed allocations for 1994 and 1995 cover the needs of 140 and 111 Burundian beneficiaries, respectively.

Emergency assistance for Burundian refugees

(a) Variations in planned activities in 1993

33. The events of October 1993 in Burundi led to a large-scale inflow of refugees to Rwanda which totalled 273,000 persons in late 1993. In November 1993, an allocation was incurred against the 1993 Emergency Fund and then UNHCR launched an appeal for funds to collect $17.1 million to cover, for three months, the needs of 600,000 Burundian refugees who had fled to neighbouring countries. Assistance, including supplies of food, shelter, domestic utensils and health services, as well as water supplies and sanitation, was provided in 21 camps with the cooperation of the Government, WFP and local and international NGOs. However, the relief operation was handicapped by complex logistics and the magnitude of the refugees' needs.

(b) 1994 planned implementation

34. The assistance programme for new Burundian refugees was reviewed in early 1994. The medical and nutritional situation had improved considerably and more stable assistance programmes had been set up. In April 1994, the civil war forced many refugees to return to Burundi.

35. According to the estimates made in late May 1994, some 60,000 Burundian refugees chose not to return to Burundi and will stay in the camps in southern Rwanda. A reassessment of their state of health and needs has not yet been carried out because of security conditions. However, as soon as the situation permits, UNHCR will resume its assistance activities for this case-load with the support of the United Nations specialized agencies. A provisional estimate of their needs was included in the May 1994 appeal for funds and in the one to be launched in July 1994 to cover the needs of refugees as a result of the crises in Burundi and Rwanda. The main sectors involved are logistics, transport, domestic items, drinking water supplies, sanitation, health and nutrition, camp organization and infrastructures, social services and, in particular, primary education. The operational costs of UNHCR and the executing agencies are also included.

36. UNHCR will, as soon as possible, encourage NGOs likely to do so to provide their operational support for repatriation operations in southern Rwanda. The refugees will be grouped in certain camps in order to reduce logistical costs and facilitate the monitoring of assistance.

Assistance for the return and reintegration of spontaneous Rwandese returnees

(a) Variations in planned activities in 1993

37. In 1993, representatives of Rwandese refugee communities in Burundi, Kenya, Uganda and the United Republic of Tanzania received assistance from UNHCR to attend the peace negotiations which took place in Arusha, Tanzania.

38. Delays in the establishment of the broadly representative transitional Government postponed the implementation of activities as presented in the plan of action.

(b) 1994 planned implementation

39. Before the events of April 1994 and the implementation of the Plan of Action for the return and reintegration of Rwandese returnees, some 13,000 persons returned spontaneously in February and March 1994. UNHCR provided them with assistance in the form of domestic items and shelter, while WFP supplied food assistance.

40. The needs of future Rwandese returnees will be reviewed again in the light of political changes and the country's socio-economic situation. Initial needs for the assistance of 100,000 Rwandese returnees will be included in the July 1994 appeal for funds.

(c) 1995 programme proposals

41. UNHCR assistance on behalf of Rwandese returnees will continue in 1995 as long as the Rwandese wish to return home voluntarily. This document will be updated in September 1994 to provide specific details on the proposed level of assistance for 1995.

Other Trust Funds

Secondary education project

42. A special secondary education project awarding scholarships to 131 Burundian refugees in Gisali camp was financed by EU funds for the 1993-1994 academic year. This programme will be continued and these scholarships and the costs of this assistance are included in the General Programmes budgets for 1994 and 1995.

Income-generation project

43. In 1993, income-generation projects were implemented for about 100 women, most of whom are heads of household. The satisfactory results of these projects enabled UNHCR to terminate this assistance. Future needs will be included in the General Programmes.

Miscellaneous

44. The EU and the Japan Committee for Refugee Relief financed two assistance projects to provide material items to some 100,000 Rwandese displaced as a result of the conflicts in the northern part of the country in 1993.

Programme delivery and administrative support costs

(a) Variations in planned activities in 1993

45. As a result of the large-scale inflow of several thousand Burundian refugees since late October 1993, primarily in Butare prefecture, an emergency response team was sent to Rwanda to help the Kigali Branch Office deal with the situation. In late December 1993, 10 or so international staff members were made available to the new Butare Sub-Office to monitor and supervise the implementation of the international community's assistance. At the same time, 13 international staff members were appointed to strengthen the staff of the UNHCR Branch Office in Kigali. Supplementary obligations were incurred to fit out new offices and purchase additional office equipment. Vehicles and means of communication were purchased to facilitate the supervision and coordination of this programme.

(b) 1994 planned implementation

46. The revised estimates for 1994 are much higher than the initial estimates. Nine new posts for international staff and 12 local staff posts were created as of 1 January 1994 in the Kigali Branch Office. In addition, 19 posts, 3 international and 16 local, were created for the Butare Sub-Office. The special nature of the operation in Rwanda has prompted UNHCR to cover all administrative expenditures under Special Programmes.

47. As a result of the events of 6 April 1994 and the ensuing violence, UNHCR evacuated all of its staff from Rwanda and redeployed it to Burundi and Zaire. As soon as the situation allows, essential staff will return to Rwanda to assess the situation, the needs of the refugees and spontaneous returnees and possibilities of the resumption of all of UNHCR's humanitarian activities.

(c) 1995 programme proposals

48. Initial estimates for 1995 are much lower than the revised estimates for 1994, primarily because the 1995 budget estimates include only the extension of two international staff members' posts and five local staff posts at the Kigali Branch Office. The extension of the other posts at the Branch Office and all the posts at the Sub-Office will be reviewed in the second half of 1994. A limited reserve for non-staff costs has been included in the 1995 budget, but will be reviewed in due course.

UNHCR EXPENDITURE IN RWANDA

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
4 014.8	-	-	EMERGENCY FUND	-
259.7	286.9	250.0	CARE AND MAINTENANCE	250.0
195.2 a/	73.6	420.8 c/	VOLUNTARY REPATRIATION	-
551.7	616.0	250.0	LOCAL SETTLEMENT	240.0
2.7 b/	-	-	RESETTLEMENT	-
5 024.1	976.5	920.8	Sub-total of operations	490.0
275.2	307.5	-	ADMINISTRATIVE SUPPORT See Annexes Ib and IIb	-
5 299.3	1 284.0	920.8	TOTAL (1)	490.0
SPECIAL PROGRAMMES (2)				
306.0	305.5	305.5	EDUCATION ACCOUNT 111 university scholarships	150.0
			BURUNDI/RWANDA	
4 823.6	-	2 500.0	EMERGENCY PROGRAMME	*
-	-	2 148.3	PROGRAMME DELIVERY See Annexes Ia and IIa	504.5
-	-	343.8	ADMINISTRATIVE SUPPORT See Annexes Ib and IIb	74.4
1 103.5	-	-	OTHER TRUST FUNDS Various types of assistance	-
82.4	24.7	17.0	ADMINISTRATIVE SUPPORT Junior Professional Officers	52.0
6 315.5	330.2	5 314.6	TOTAL (2)	780.9
11 614.8	1 614.2	6 235.4	GRAND TOTAL (1 + 2)	1 270.9

* Requirements not yet determined.

a/ Allocated from the General Allocation for Voluntary Repatriation.

b/ Obligation incurred against Overall Allocation.

c/ Allocated from the General Allocation for Voluntary Repatriation.

UNITED
NATIONS

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General Assembly

Distr.
GENERAL

A/AC.96/825/Part I/15
8 August 1994

ENGLISH
Original: FRENCH

EXECUTIVE COMMITTEE OF THE
HIGH COMMISSIONER'S PROGRAMME

Forty-fifth session

UNHCR ACTIVITIES FINANCED BY VOLUNTARY FUNDS: REPORT FOR 1993-1994 AND PROPOSED PROGRAMMES AND BUDGET FOR 1995

PART I. AFRICA

Section 15 - Senegal

(submitted by the High Commissioner)

GE.94-03097 (E)

I.15 SENEGAL

Country Overview

Characteristics of the refugee population

1. At 31 December 1993, the overall refugee caseload in Senegal was estimated at 72,965 persons, including 67,844 persons from Mauritania, 5,001 from Guinea-Bissau and 158 urban refugees of various nationalities, most of whom are from the subregion.

2. The flow of Mauritanian refugees to Senegal dates back to 1989; they are Peuhl and Toucouleur herders and/or farmers who have settled in 200 villages along the Senegal River. About 25 per cent of the refugee population consists of women, as against 20 per cent men and 55 per cent children under 18 years of age. Of 67,844 Mauritanian refugees, 57,462 receive material assistance from UNHCR.

3. The refugees from Guinea-Bissau, who have been in Senegal since 1970, are now truly self-reliant.

Major developments

4. Following the inter-community violence which took place in the region of Kayes in Mali between Soninkés and Peuhls in early 1993, the Peuhls took refuge in Senegal in the Bakel area, thus increasing Senegal's overall refugee caseload.

5. In early February 1994, a joint World Food Programme (WFP)/UNHCR field mission recommended that assistance for Mauritanian refugees should be maintained until late 1994. Only about 2,100 refugees were considered self-reliant in late 1993.

6. The 50 per cent devaluation of the CFA franc was accompanied by a widespread increase in prices and the cost of living. This situation has had repercussions on the cost of UNHCR programmes.

Programme objectives and priorities

7. UNHCR will continue to help the urban and rural refugees to meet their health, shelter and education needs and will promote activities (agriculture) likely to enable the refugees to achieve self-reliance.

8. In addition to its efforts to promote material well-being, UNHCR will consider possibilities of holding negotiations will all parties concerned with a view to organizing consultations on the voluntary repatriation of the Mauritanian refugees in 1994. Some 44,000 persons have indicated that they wish to return to their country of origin. To this end, the Regional Office will prepare a plan of action for the registration of refugees who are candidates for repatriation.

9. In view of the growing number of young persons who are completing their secondary studies and problems with access to employment, UNHCR will focus on their vocational training, as well as on the training of refugee women and children.

Arrangements for implementation/related inputs

10. All activities on behalf of refugees in Senegal are officially coordinated by the Commissariat à l'Assistance pour les Rapatriés et Personnes Deplacées (CARPD), a body established by the Government of Senegal. It thus continues to be UNHCR's main partner in its activities on behalf of refugees.

11. The direct implementation of the care and maintenance assistance project for urban refugees is the responsibility of the non-governmental organization, ENDA Tiers Monde, UNHCR's operational partner.

12. In rural areas, the settlement project for Mauritarian refugees is being implemented by several agencies, including the African Office for Development and Cooperation (OFADEC), which is responsible for food distribution, agricultural training and the promotion of income-generating activities.

13. Activities in other sectors, particularly health and education, are being carried out by the health and education departments, respectively. Caritas is also taking part in educational activities.

14. WFP will continue to provide basic food items.

15. The mainly agricultural integrated rural development programme for Mauritanian refugees is being financed by German cooperation, "Gesellschaft für Technische Zusammenarbeit" (GTZ), and will be implemented from 1995 to 1998.

16. In addition to this project, the European Community will finance a project, in the context of its PODOR development support programme, for hydro-agricultural development (rice growing and vegetable gardening). This project, which will be implemented in 1994 by the Société d'aménagement et de développement (SAED), will help improve the living standard of 400 families, who will thus become self-reliant in terms of food.

17. A second agricultural project covering three years (1994, 1995 and 1996) will be implemented by GTZ as of this year. It will meet the needs of Mauritanian refugees who have not yet benefited from assistance of this kind.

General Programmes

(a) Variations in planned activities in 1993

18. As planned in 1993, subsistence allowances were granted, on the one hand, to candidates for refugee status during the period preceding their eligibility and, on the other, until durable solutions could be found. Some dependent refugees received assistance covering health, subsistence needs and rent. These cases, most of which are individual, were handled by project social work personnel in Senegal.

19. The progress made in 1993 in the implementation of the assistance programme for Mauritanian refugees settled along the Senegal river was very limited. Only 2,100 refugees receiving assistance were considered self-reliant; 7,100 others, to whom UNHCR should have stopped granting assistance at the end of 1993, are still part of the group of needy refugees to be assisted in 1994.

20. In the vocational training area, a General Programme allocation enabled 40 students to begin vocational training in various occupational fields.

21. The results of the nutritional survey conducted in 1993 show that the refugees live in conditions which are regarded as acceptable. However, the objective of self-reliance is far from having been achieved. In 1993, about 900 refugees returned spontaneously to Mauritania.

(b) 1994 planned implementation

Care and maintenance

22. UNHCR will maintain its assistance for refugees settled in rural areas and for urban refugees who have not yet achieved self-reliance.

23. In 1994, the care and maintenance assistance project will provide multi-sectoral assistance (shelter, health, subsistence and education) for 120 refugees of various origins living in Dakar.

Local settlement

24. The self-reliance of the Mauritanian refugees who do not want repatriation continues to be the main objective of the integration programme financed by UNHCR.

Voluntary repatriation

25. About 44,000 of the 59,000 Mauritanian refugees settled along the river in Poudor department have opted for voluntary repatriation. In 1994, UNHCR will try to work together with all parties concerned to find ways and means of carrying out this repatriation operation. An allocation to be incurred against the Programme Reserve will be requested for the implementation of this operation if the consultations are successful.

26. In preparation for the organization of the repatriation operation, the refugees will be registered and a plan of action drawn up.

27. In addition to the probable repatriation of Mauritanian refugees, the UNHCR Regional Office in Dakar considers that some refugees from the subregion and elsewhere might opt for voluntary repatriation. According to a preliminary estimate, there would be between 50 and 100 refugees to be repatriated in 1994. An allocation has been approved under the subregional project.

Resettlement

28. In 1994, about 10 refugees might opt for resettlement under UNHCR auspices. A budget allocation has been earmarked for this purpose for all candidates in the area covered by the Regional Office.

(c) 1995 programme proposals

Care and maintenance

29. This project will be renewed in 1995 for 100 urban refugees who have not achieved self-reliance. It will take the form of a multi-sectoral operation and will be implemented by ENDA Tiers Monde and the Regional Office in Dakar. The initial 1995 allocation will cover the urban refugees' needs.

Local settlement

30. The local settlement project will have two parts. The first involves the execution of various productive activities, most of which are agricultural, on behalf of 15,000 Mauritanian refugees who have opted for local settlement and the second, care and maintenance for nearly 44,000 Mauritanian refugees who are candidates for voluntary repatriation.

31. An allocation has been earmarked for secondary education and vocational training for 35 and 40 students, respectively.

Voluntary repatriation

32. The urban refugees and those living in the countries covered by the Regional Office who have not achieved self-reliance, but wish to be repatriated will be assisted by the Office. The 1995 allocation for the entire subregion will also cover the needs of candidates for repatriation from Senegal.

Resettlement

33. The resettlement of refugees in a third country, in the context of family reunification or on any other grounds considered relevant by the Regional Office, will continue in 1995.

Special Programmes

Education Account

34. The education programme for 60 students now receiving assistance in the area should continue until they have completed their studies; $228,000 have been allocated from the 1994 budget.

German Cooperation Programme (DAFI)

35. The German Corporation Programme (DAFI) will continue in 1994-1995 on behalf of the students now receiving assistance and the number of beneficiaries might be increased to include new students who are in need of material support from UNHCR.

Programme delivery and administrative support costs

(a) Variations in planned activities in 1993

36. The UNHCR Regional Office for Western Africa is based in Dakar and also covers Burkina Faso, Gambia, Guinea-Bissau, Mali, Niger and Togo. As in the past, the number of international staff and local staff in 1993 was maintained roughly at the 1992 level. Only an international field officer post was created in Guinea-Bissau, shortly after the inflow of Senegalese refugees to that country. The related costs and the costs of purchasing equipment and office supplies, which were not initially planned, were covered by the budget for the Senegal Office. Also included were the administrative costs of the St. Louis Office, which is directly responsible for monitoring the implementation of the assistance programme for Mauritanian refugees. It was decided that the Matam sub-office, which was designed as a stopgap measure, but is now just ticking over, was to be closed in early 1994. It has had very few administrative expenses.

37. With regard to the administrative expenses of the Regional Office, it should be noted that the figures used to calculate common staff costs were budgeted by using figures lower than the actual level of these costs and that the result was a sharp increase in costs. Like many African countries Senegal, has conditions of service, such as rotation and more frequent home leave, which result in higher costs.

(b) 1994 planned implementation

38. In 1994, the UNHCR Regional Office is monitoring programme implementation and refugee protection by its staff. Transport and mission costs in all countries covered by the Regional Office, as well as office equipment, operating expenses and the renewal of certain vehicles and office supplies, were included in the 1994 revised budget, which is more or less the same as the initial 1994 budget. The 50 per cent devaluation of the CFA franc might have resulted in a decrease in the budget needed in United States dollars, but it in fact led to a rise in local prices and a cost-of-living increase which was taken into account in the revised budget.

(c) 1995 programme proposals

39. It is estimated that 1995 programme administration costs will be close to those of 1994.

UNHCR EXPENDITURE IN SENEGAL

(in thousands of United States dollars)

1993	1994		1995	
AMOUNT OBLIGATED	ALLOCATION APPROVED BY 1993 EXCOM	PROPOSED REVISED ALLOCATION	SOURCE OF FUNDS AND TYPE OF ASSISTANCE	PROPOSED ALLOCATION/ PROJECTION
GENERAL PROGRAMMES (1)				
929.0 a/	839.8	191.2	CARE AND MAINTENANCE	165.1
1 406.2 b/	1.070.2	780.7	LOCAL SETTLEMENT	548.4
169.4 c/	73.1	–	RESETTLEMENT	–
–	–	1.649.1	PROGRAMME DELIVERY See Annexes I a and II a	1 470.4
2 504.6	1 983.1	2 621.0	SUB-TOTAL OPERATIONS	2 183.9
994.8	972.9	436.4	ADMINISTRATIVE SUPPORT See Annexes I b and II b	378.5
3 499.4	2 956.0	3 057.4	TOTAL (1)	2 562.4
SPECIAL PROGRAMMES (2)				
257.7	228.0	228.0	EDUCATION ACCOUNT 60 university scholarships	133.4
429.7	–	–	OTHER TRUST FUNDS Various assistance	–
97.6	131.0	21.8	ADMINISTRATIVE SUPPORT Junior Professional Officer	21.8
785.0	359.0	249.8	TOTAL (2)	155.2
4 284.4	3 315.0	3 307.2	GRAND TOTAL (1+2)	2 717.6

a/ of which US$ 274 incurred against Overall Allocation
b/ of which US$ 25 147 incurred against Overall Allocation
c/ of which US$ 19 488 incurred against Overall Allocation

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